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invading hordes that spread terror through Europe in the Middle Ages. Japan represents both the ferocious and the fruitful Asia, and this representative dualism the writer traces through the whole of Japanese life and institutions. The subsequent chapters of the book are taken up with the treatment of the Russian descent, Japanese expansion and the rôle of Great Britain. The author takes the conventional unfavorable French view of Japanese social conditions, and while he gives a correct and highly interesting account of the vast plan of Russian empire, he fails entirely to put himself in the place of the oriental populations. The primary motive of Japan appears to him a desire for expansion, and he does not give due weight to the manner in which her very national life was threatened by the Russian advance. He accounts for the pro-Japanese policy of Great Britain as due primarily to the views and aims of Lord Curzon and the Indian government. London might have entertained the idea of an understanding with Russia; Calcutta never. When he says that the negotiations between Russia and Japan were broken off "for the benefit of the imperialists and speculators of Great Britain," he certainly allows his insight into the diplomatic game of world politics to divert his attention from the deeper forces involved. However, notwithstanding a certain proneness to speculation and antithesis, the book shows a masterly grasp of the general situation and presents a striking view of the drama of oriental politics.

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*The United States and Porto Rico.* By L. S. ROWE, Ph.D.  
New York, Longmans, Green & Co., 1904.—xix, 271 pp.

The colonial policy on which the United States unexpectedly entered in 1898 has given rise to grave questions as to the treatment of the dependencies then acquired. As the result of the war in the Philippines and the distress that has since prevailed there, American public interest, so far as any has existed, has centered in that group. But there is a Porto Rican question as well as a Philippine question. It is admitted by all candid observers that there is not only great economic depression but also much political discontent in Porto Rico. Indeed, Professor Rowe, judging by our experience there as well as in the Philippines, suggests the question "whether we have not overestimated our spirit of tolerance and the elasticity of our ideas." In suggesting this question, he has in mind the disposition shown by some of the American residents to change the entire system of law and government and of domestic institutions, on the theory that everything that did not con-

form to the American system "was not only un-American but anti-American." But, while he points out that this excessive reforming zeal was unpractical and dangerous, he believes that the errors which it involved were successfully avoided.

After a survey of the situation in the West Indies and an indication of the probable spread of American influence in that quarter, Professor Rowe discusses the change of sovereignty in Porto Rico and the legal questions involved in the insular cases. He then describes the people of the island, the period of military rule and the establishment of civil government; and, following the inauguration of the new government, he discusses the problems which it encountered—the contact of the Spanish with the American legal systems, the reorganization of the judiciary and the introduction of trial by jury, the reconstruction of the system of local government and of the finances and the creation of a suitable civil service. Of all the reforms thus introduced, he seems to be least hopeful of the success of the experiment of trial by jury, because of the fact that the civic training of the people has not been such as to render probable the proper administration of the system. In this relation it is interesting to note the fact that trial by jury has lately been abolished in Costa Rica.

Professor Rowe expresses the opinion that, whether we consider the progress of Porto Rico from an industrial, political or social point of view, the conditions are singularly favorable to the successful solution of existing problems. He admits, however, that every party convention that has been held in the island since the change of sovereignty has declared against the existing form of government; that repeated protests have been made against the appointive upper house of the legislative assembly; that the Federal party has inserted in its platform a request for the repeal of the Foraker act and has made formal demand on Congress for the same organization as other territories of the United States; and that the ambitions of both political parties extend to the admission of Porto Rico as a state of the Union. In the months that have elapsed since his volume was published, it is understood that conditions in the island have not tended to improve but have on the contrary grown less favorable, and that this circumstance is due in no small measure to the bad economic situation and to some extent to a growing apart of the natives and the American element, the latter including the governing officials. As the result of the change of sovereignty, the island lost an old and established market for some of its products, particularly its coffee, in Spain, and has failed to gain a corresponding advantage in the United States. Moreover, after the high

and exaggerated expectations at first cherished by the inhabitants as to the benefits to be derived from American rule, there was sure to be a certain revulsion of feeling, accentuated by the sense of having broken with old ties, traditions and habits ; and this feeling was no doubt further aggravated by the attempt at one time made. but in the end defeated by the decision of our Supreme Court, to apply to the inhabitants our immigration laws, just as in the case of aliens. All these things have to be taken into account in estimating the situation in Porto Rico.

J. B. MOORE.

*The National Administration of the United States of America.*

By JOHN A. FAIRLIE, PH. D. N. Y., The Macmillan Company. 1905.

—xi, 274 pp.

It is somewhat singular that although we have been overwhelmed in recent years with a flood of treatises on the history, the constitution and the government of the United States, not until now has anyone essayed the task of preparing a comprehensive and systematic work on the organization and the administrative activities of the national government. It is undoubtedly true, as Professor Fairlie points out, that the important domestic problems confronting the national government at the present time are those of administration, and that they must in the future command the attention which was formerly bestowed upon questions of constitutional law. It is essential therefore that American students should take up in a more systematic manner the study of administrative law and organization ; for it cannot be denied, Mr. Dicey's opinion to the contrary notwithstanding, that there is an administrative law of the United States and that it is destined to occupy a place of increasing importance in our federal jurisprudence. The book which Professor Fairlie has given us is a highly praiseworthy contribution to a hitherto neglected subject, and it is no exaggeration to say that it will prove of inestimable value to college teachers and students. The scope of the work is comprehensive and the arrangement excellent. In all there are seventeen chapters dealing with the administrative powers of the president, of the Senate and of Congress ; the organization and functions of the cabinet ; the principles of administrative organization ; the history, organization and activities of the nine executive departments ; and the work of the various detached bureaus, such as the civil service and interstate commerce commissions, the government printing-office, the library of Congress and the Smithsonian institution. Each chapter is prefaced by a bibliography of select references to the literature of the subjects treated therein, and there is a table of cases at the